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67. SYSTEM OF HUNGARIAN SYSTEM MANAGEMENT

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INTRODUCTION

Characteristic feature of terrorism is to destabilize, disturb or threaten social and political conditions. Terrorist acts cause extensive materials damages and threatens human life and health. Increasingly threatened establishments are factories with the risk of explosion, mineral oil industrial facilities, hazardous goods deliveries, processing units and stores as well as chemical factories and nuclear facilities.

As a consequence of international expansion of organized crime and partially uncontrolled proliferation of mass destruction weapons, the committing of such acts—particularly in densely populated urban agglomeration and in the neighborhood of great hazardous chemical factories and institutions - cannot be excluded in Hungary, either. Because of sources of threats appearing in close and complex interaction, the risk of development of domino effects is great and so is the possibility of development of secondary and tertiary threatening effects, which can hardly be forecasted. Therefore it is evident that the committing of terrorist acts carries always with it the escalation of threat and the risk of development of disaster threat. The scope of threat can only be estimated the vulnerability of the population however, can be very great in these cases.

Conscious planning of management of threats and disaster situations developing as a consequence of occasional terrorist acts is an important tasks of organizations concerned. In order to decrease effects the most important opportunity is – beyond the reconnaissance and preventive activity of special agencies – the development of the institutional system of protection and the improvement of the security and safety of possible threatened establishments.

In Hungary, as a result of political, economic and social processes which have been taking place for about a decade, new, up-to-date statutory provisions and systems have been developed which meet also the Euro-Atlantic requirements. Economy has become stabilized, industry strong and with this, production, use and storing of hazardous materials have become more extensive. At the same time, however, in Hungary and neighboring states the transformation of economy has not been in every case followed by the taking, that is, introduction of necessary security measures. In our region threat is increased by the high density of population, especially in the vicinity of industrial establishments: the structure of industry developed is basically focused on big cities. Consequently civil security has become more and more important and crisis situations, such as, civilian accidents, nuclear emergencies, natural disasters and in this context, the role of international assistance, have come to the fore.

The increased feeling of threat has changed the attitude of citizens about sources of threat around them. This makes a harmonized state functioning and legal system necessary, which responds to circumstances, developed and establishes a regulation system in the framework of which citizens accept participation on voluntary basis and cooperation in the management of emergencies.

INSTITUTIONAL SYSTEM OF HUNGARIAN DISASTER MANAGEMENT ADMINISTRATION

Main objective of the security policy of the Republic of Hungary is the full

enforcement of civil and human rights and the assurance of safety of life, property and social security. Under the aegis of this, Hungarian Parliament adopted an Act in summer 1999 on the Direction and Organization of Protection against Disasters and Protection against Major Accidents Involving Hazardous Materials.

The Act, which entered into force on 1 January 2001 determines and provides a uniform frame for tasks and responsibilities of different level state, government and local government systems for the prevention of civilian, natural, human and ecological disasters and in the event of occurrence of such events and defines the activity of individual organizations during recovery. The necessity of crisis management and integrated rescue system based on uniform principles appears also in the activity of the Directorate General XI. of the European Union dealing with environment protection, nuclear safety and civil protection and of the NATO Civil Protection Committee and of the NATO Senior Civil Emergency Planning Committee related to coordination of international assistance regarding disaster relief and to the organization of civil-military cooperation.

Scope of disaster protection includes natural and civilian, human and ecological disasters and emergencies. Its means are legal regulation, institutional system, measures taken and tasks fulfilled.

The three main fields of competence of disaster management are: prevention of emergencies and disasters, elimination thereof and recovery from damages occurred. From among the three phases – which disserve also in time – prevention is destined, through analysis of occasional emergencies and preliminary planning and preparation, to decrease the possibility of occurrence of disasters to the minimum extent possible. Protection is destined for the decrease of the effects of damages and disasters occurred. Task of the last, that is, recovery and reconstruction period is to eliminate the consequences of disasters.

Disaster protection is, also formulated by the act, a national cause. Subjects of implementation include organs established for this purpose, state and local governmental organizations, voluntary associations, economic formations and even individual citizens. We regard the best possible use of local possibilities as a basic principle whereas we can reckon not only with own forces and assets but also with international assistance based on bi- and multilateral agreements. Precondition of successful implementation is the establishment of a regulatory system, which does not make the operation of direct direction systems necessary. Direction based upon responsibility takes over the role of direct direction, which means that each office, state administration and elected function has tasks well defined and formulated in statutory provisions.

Governmental or other organs, persons, officials participating in the management of different emergencies participate in the management of emergencies through the fulfillment of tasks falling within their own sphere of competence (responsibility). So aims defined can be achieved only if each participating organ fulfils its task at the highest level that can be expected, through adequate coordination and awareness of interdependence. In this regulatory system citizens accept participation based upon citizens' voluntaries and cooperation in the management of crisis situations and consider it a moral value. Regarding the variety of tasks and partner organizations the elimination of emergencies needs continuous strictly regulated and harmonized cooperation. For the task of harmonization of the activity of individual state, local governmental and non-governmental organizations a professional disaster management organization was set up through the integration of the Hungarian civil protection and state fire guard organizations.

In recent years, in Hungary, civil protection has been modernized both as to its concept and scope of tasks and approached to the European norms to a considerable extent. It has become suitable for coordination of the tasks of civil emergencies. From 1996 the State

Fire Guard which was organized in the former military command and operation system was replaced by the fire guards of local governments and in this way actual primary intervention has been taking place on local - settlement level. State responsibility of the Fire Guard is primarily professional direction.

The new organization established through the integration of organizations responsible for coordination of tasks of emergency situations and primary intervention performs tasks of the predecessor organizations as well as new duties. Personal conditions of operation of the organizations are available. Professional organizations of disaster protection are completed by workplace, settlement and regional civil protection organizations established from citizens designated upon civil protection duty requirement and the personnel of the professional fire guards of local governments and – based upon agreements on cooperation – cooperating charitable organizations.

Support and assistance necessary for local and regional organs are provided and the fulfillment of international assistance obligations are supported by a voluntary action team consisting of 50-80 persons which can be employed internationally and a Rescue Organization of Central Function which perform tasks which cannot be fulfilled by the normal (basic) activity of other organizations.

In the event of occurrence of terrorist acts the professional disaster management organization harmonizes the activities of other participating organs depending on the type of threat: fire-guards, public utility service providers, rescue organizations, police organs, transportation organizations, etc. On places where special circumstances exist and hazardous materials are present and which are hardly accessible we can rely on voluntary special rescuers and rescuers of factories, using experts of these fields and special and heavy equipment available at branches and facilities. In the fulfillment of these tasks technical, chemical, radiological, biological, anti-terrorist, mine-lifting, etc. special services of the army, law enforcement and other state organs may be involved ensuring optimal dislocation, a grouping according to individual threats.

Beyond coordination tasks, disaster management organs participate in prevention and mitigation of effects through alarming, information, temporary displacement, evacuation of the population and supplying them with protective devices and the introduction of measures aimed at the protection of sources of subsistence. They plan their tasks following terrorist acts related to participation in rescue, first aid, decontamination, disinfection and liquidation of damages as well as to continuous supervision and supporting assessments during the period of returning back to normal life.

IMPROVEMENT OF SECURITY CONDITIONS

The Hungarian Act on Disaster Management deals in a separate Chapter with protection against major accidents involving hazardous materials. The complex activity includes technical conditions of prevention and mitigation of damaging impacts of accidents as well as measures serving population protection.

Directive SEVESO II. elaborated for the prevention and mitigation of the threat of serious industrial accidents, then modified on the basis of experiences of the Bophal and Basel accidents has become in the countries of the European Community a basic document in the field of industrial, environment safety, area utilization and information of the public.

Directive SEVESO II. will enter into force in Hungarian legislation at the end of this year. The Act obliges an operator to prove that his/her activity does not represent unacceptable risk to population, material property and environment. Depending on threatening effect, an operator may be obliged to deliver data, prepare security report and inner protection plan of establishments, to provide for conditions of fulfillment of tasks

defined in inner protection plan, inform the public of hazardous activity and occasional threats to the public and protective measures taken.

Heads of local governments prepare outer protection plans in which they define tasks related to protection of population, material property and environment. For the population hazardous establishments represent a risk therefore it has the right to learn threatening effects, methods and possibilities of protection against them and the rules of conduct to be applied in the event of serious accident. Operator of a hazardous establishment is obliged to give credible information of the establishment, sources of risk existing there and measures taken in order to prevent and eliminate major accidents. The state is responsible for the performance of tasks determined in outer protection plans and conditions of fulfillment are provided also by the state.

During overall preparation for disaster management we stress the importance of the principle that organs participating in the elimination of disasters should consider, - in addition to ways of response, - the means of disaster prevention and the methods of preparation of the community concerned to this end as well as organs that can be involved in recovery. In practice, this means the tasks of prevention - preparation - response - recovery which build upon one another.

During targeted preparation planning for all types of emergencies, preparation of the population, training of organizations participating in the elimination of disasters and of professionals, organization of exercises and scientific conferences, continuous modernization of theoretical and practical procedures, signing of agreements on cooperation, establishment and operation of disaster-alarms and notification and early warning system of the population are of primary importance.

As far as response is concerned, we attach special importance to preparation for the implementation of plans, introduction of extraordinary measures related to placing into preparedness and activation of authorities, activation of emergency operation centers, setting up of operative groups, immediate start of intervention necessary for elimination and of direct liquidation of damages, organization of search and rescue and mobilization of further resources as need be.

One of the prerequisites of response - and often, of actual disaster prevention - is the existence of an adequate system of assets. Therefore, a survey was made on the vulnerability of individual regions of the country and its probable development and directions of development in accord with the deepening of emergency situation. On the basis of the analyses a program for the establishment of a network providing for engineering (technical rescue) embracing the whole of the country has been elaborated. On the basis of this program which has, according to the plan, three phases, the first three rescue bases will begin operation this year. Their fitting - technical rescue assets (equipment), heavy crane, chemical accident prevention vehicle - may be suitable, beyond elimination of traffic accidents and disturbances of chemical plants, for the liquidation of the consequences of terrorist acts.

EXPERIENCES OF THE OPERATION OF DISASTER MANAGEMENT SYSTEM

The new disaster management direction and responsibility system and the professional disaster management organization were tested last year in practice. Perhaps liquidation of consequences of terrorist acts was the only threat, which it did not need to face in practice.

The Hungarian disaster management system has been basically equal to expectations. It has fulfilled its daily fire-fighting and rescue tasks at high standard and ensured reliable domestic and international background for protection tasks of great scope during management of inland waters, floods, blows and water pollution. It has organized local protection of local governments in the event of natural calamities and mobilized its own

organizations and the resources of the country and the international community. It has coordinated successfully recovery and reconstruction work. We have managed successfully – without any toll (of human life) – the fighting of extensive forest fires, protection against flood the greatest ever since, the taking off of the 100 thousand cubic meter cyanide pollution at the river Tisza as well as the evacuation of 18 thousand persons because of dike burst. International reputation and recognition of Hungarian Disaster Management Administration is shown by the International Sasakawa Certificate of Merit awarded by the UN.